

INCOMING TELEGRAM

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Department of State

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Action

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FROM: ANKARA - CORRECTED COPY

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TO: Secretary of State

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NO: 268, AUGUST 19, NOON

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PRIORITY

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ACTION DEPARTMENT 268; INFORMATION PARIS 30, CAIRO 9

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BCEA

REFERENCE: EMBTEL 240.

BFAC

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PURSUANT EMBTEL 240 I DISCUSSED QUESTION USSR OVERFLIGHTS WITH FOREIGN MINISTER SARPER AUGUST 17, RECALLING PREVIOUS DISCUSSION AND EXPRESSING CONCERN. THERE FOLLOWS GIST HIS REMARKS:

USIA

SCA

NSC

INR

CIA

NSA

OSD

ARMY

NAVY

AIR

NIC

RMR

HE SAID FULLY AWARE US CONCERN. HOWEVER SOVIETS HAVE PRESSED AGAIN FOR OVERFLIGHT PERMISSION; ALTHOUGH GOT, AS AGREED IN FEBRUARY, HAD DELAYED AND STILL WOULD LIKE DELAY IT NOW APPEARS THAT FURTHER STALLING NOT POSSIBLE.

FOLLOWING REASONS ADVANCED FOR SUCH DECISION: FIRST, ARTICLE 23 MONTREUX CONVENTION LEAVES NO ALTERNATIVE. FAILURE ABIDE BY CONVENTION COULD LEAD TO CONSEQUENCES EVEN MORE SERIOUS THAN GIVING OVERFLIGHT RIGHTS VIA REGULAR COMMERCIAL ROUTES. SECOND, AS FAR AS SECURITY ASPECTS CONCERNED, AND HE KNOWS OF US CONCERN, ASSUMES USSR NOW HAS OTHER MEANS COVERING BLACK SEA AREA. GRANTING FLIGHT PERMISSION IN HIS VIEW WILL PROBABLY NOT MATERIALLY INCREASE SOVIET COVERAGE. HE DID NOT COMMENT ON SECURITY HAZARD IN OTHER THAN BLACK SEA AREA. THIRD, OTHER NATO COUNTRIES HAD ACCEDED TO SOVIET REQUESTS INCLUDING US ALTHOUGH HE RECOGNIZES OUR AGREEMENT LIMITS TERMINAL RIGHTS TO NEW YORK. NOT FEASIBLE EXPECT GOT HOLD OUT ALONE.

"PRESENT SITUATION": SARPER AGREEING TO REQUEST ALREADY PREPARED FOR HIS SIGNATURE BUT HE HAD FORWARDED IT TO PRIME MINISTER FOR CABINET APPROVAL. HOWEVER, HE EXPECTED APPROVAL AND THAT ANY RESULTANT DELAY WOULD BE OF RELATIVELY SHORT DURATION. HE SAID

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TURK REPLY WOULD PRESCRIBE CONDITIONS, INCLUDING RECIPROCAL RIGHTS, BUT HE DID NOT FEEL CONDITIONS WERE SUCH AS TO GIVE RISE TO SERIOUS SOVIET OBJECTION, PARTICULARLY SINCE SOVIETS AWARE THAT TURKS NOW UNABLE INAUGURATE RECIPROCAL SERVICE. TURKISH APPROVAL INVOLVES TECHNICAL BUT NOT PASSENGER STOP AT ANKARA. GOT WANTED THIS IN ORDER BETTER OBSERVE OPERATION.

"COMMENT": FROM SARPER'S LACK FAMILIARITY SOME DETAILS I CONJECTURE THAT HE HIMSELF NOT CARRYING OUT NEGOTIATIONS. THUS THERE MAY BE CHANCE MINOR DISCREPANCIES. FOR EXAMPLE OTHER SOURCES STATE PERMISSION WILL INVOLVE ONLY OVERFLIGHT WITHOUT TECHNICAL STOPS. ANY CLARIFICATION WILL FOLLOW.

WHILE WOULD WELCOME ANY COMMENTS FROM DEPARTMENT WHICH LATTER BELIEVES SHOULD BE PASSED ON TO SARPER AND MIGHT ADDITIONALLY TAKE UP WITH TURKISH AMBASSADOR WASHINGTON IT WOULD APPEAR THAT WE ARE FACED WITH "FAIT ACCOMPLI" AND ANY FURTHER REPRESENTATIONS EXCEPT POSSIBLY AS HOW MINIMIZE ANY SECURITY ASPECTS OF FLIGHTS WOULD PROBABLY BE UNAVAILING. IN THIS CONNECTION, I HAVE AUTHORIZED CAS TO APPROACH TURKISH SECURITY SERVICE WITH VIEW STRESSING SECURITY IMPLICATIONS. ACCORDING CAS, SECURITY SERVICE CLEARLY CONCERNED AND INDICATED INTENTION TAKE UP WITH J2 AND TGS. MATTER ALSO DISCUSSED BY ECONOMIC COUNSELOR WITH MINISTER COMMUNICATIONS WHO PROFESSED IGNORANCE OF MATTER BUT SEEMED RELATIVELY INDIFFERENT AS CONTRASTED STRONG ATTITUDE IN JANUARY-FEBRUARY PHASE.

WHILE I STILL HAVE CERTAIN RESERVATIONS RE RATIONALE FOR TURKISH ACTION IN THIS MATTER AND MOST DEFINITELY FEEL THAT IT WOULD AT LEAST HAVE BEEN COURTEOUS THING FOR THEM TO HAVE BROACHED MATTER TO US INITIALLY, I AM NOT INCLINED, ON BASIS INFORMATION AVAILABLE, TO SEE IT AS DEVELOPMENT HAVING SIGNIFICANT IMPLICATIONS IN TERMS BASIC TURKISH FOREIGN POLICY. RATHER IT WOULD SEEM BE GENERALLY CONSISTENT WITH TURKISH POLICY OF TRYING AVOID UNNECESSARY BILATERAL DIFFICULTY WITH SOVIETS WHILE AT SAME TIME MAINTAINING STRONG POSTURE IN COLLECTIVE NATO CONTEXT.

INCIDENTALLY, WHOLE AFFAIR IS SOMEWHAT OF "OVER THE DAM"

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VARIETY IN ANY EVENT SINCE WE UNDERSTAND GOT HAS IN FACT
AUTHORIZED 27 OVERFLIGHTS FROM OCTOBER 1960 TO DATE, INCLUDING
ONE EMERGENCY STOP HERE.

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